

# City Hall Space Needs

City Council Study Session  
September 18, 2012



# Purpose of Study Session

- Follow up to August 21<sup>st</sup> study session
- Address ideas and questions from City Councilors
- Review topic at a high level with attention to general purpose government

# Goal for the Study Session

## Council direction on the pathway forward

- **No Build**
- **Civic Center**
- **Split City Hall Functions**



# Beaverton City Hall Today



Crowded conditions and limited storage

## Details

**Lot Size:** 4.32 acres

**Building Size:** 75,000 Sq. Ft.

- General Purpose – 55,982 (74.6%)
- Police – 15,399 (20.5%)
- Court – 3,619 (4.8%)

**FTE in City Hall:** 354.46

- General Purpose – 172.51
- Police\* - 166.15
- Court – 15.8

\*Does not include 9 FTE in training and evidence

Note: 72% of the City's 511.26 FTE are stationed in City Hall

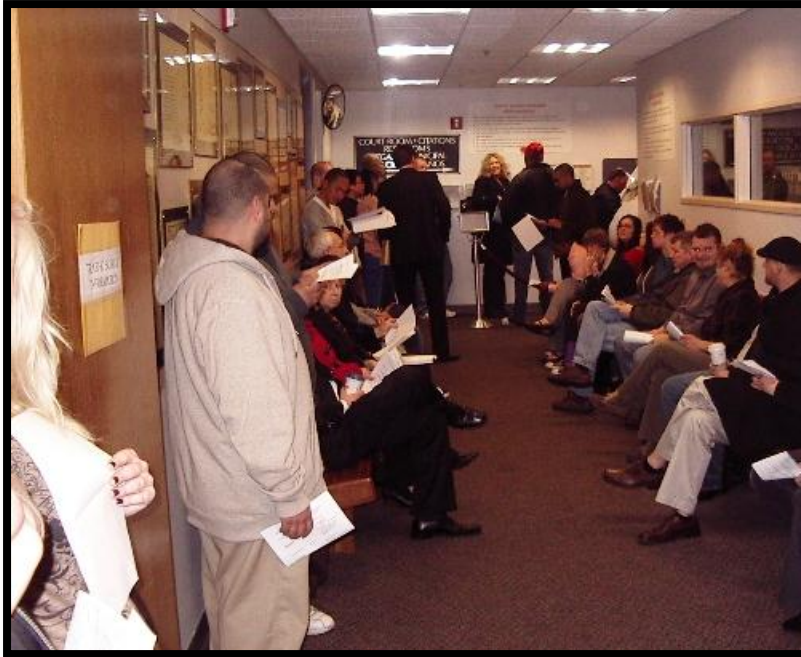
# Leased Space Outside City Hall

Location	Purpose	Square Feet	Annual Cost
Harvest Court	City Records & City Programs	4,651	\$22,173
Harvest Court	Police Evidence	11,125	\$58,167
Griffith Drive	Police Training	4,793	\$53,967
TOTAL		20,569	\$134,307

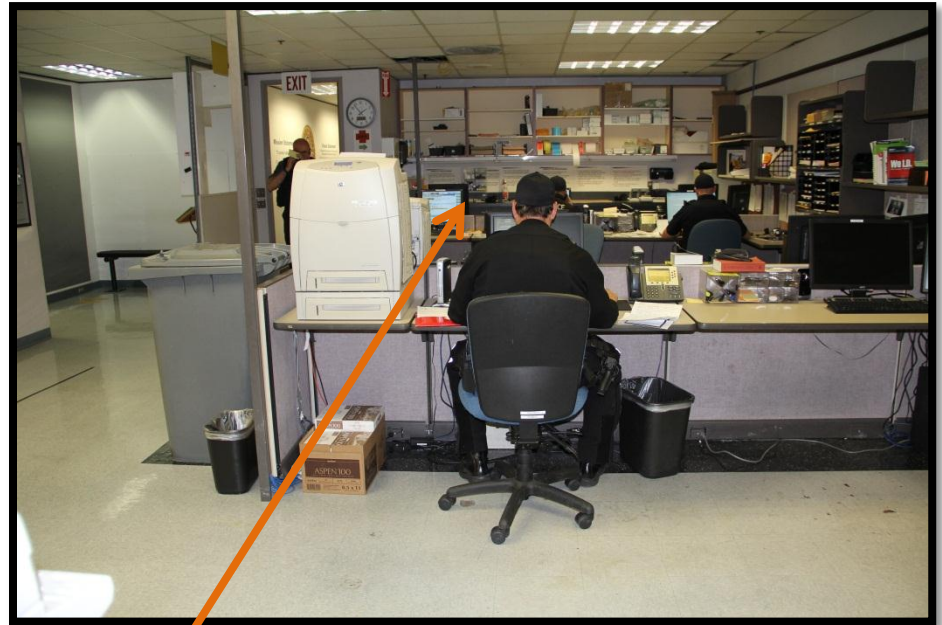
**General Purpose Government Functions and Police & Court are using  
95,569 SF of space today** (City Hall + leased space)

## How are we doing in that space?

# Public Safety and Security Concerns are Well Understood



Public hallway outside court room



Beaverton report writing room with evidence counter



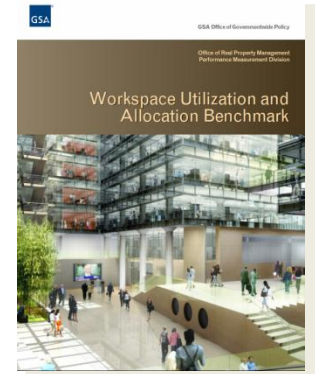
# General Purpose Government Space Conditions – How are we doing?



Event staff area – cubicle hallways are used as temporary storage

## Standards for Office Space

- Government Services Administration (GSA):  
No specific regulation
- GSA benchmark:  
218 square feet per employee public sector/ 222 private sector
- OSHA:  
No regulations or recommendations



# General Purpose Government

## Comparison to GSA Benchmark

City Work Unit	Actual Avg. Sq. Ft. per Person in Cubicle	Adjusted Sq. Ft. per Person (15% Increase)	Difference from GSA Benchmark of 218	% Short of GSA Benchmark
Mail Room	58	66.7	-151.3	31%
Mayor 3 <sup>rd</sup>	73.9	84.96	-133.02	39%
ISD	93	106.95	-111.05	49%
Mayor 1 <sup>st</sup>	110	126.5	-91.5	58%
GIS	133	152.95	-65.05	70%
Finance	137	157.55	-60.45	72%
Engineering	137	157.55	-60.45	72%
HR	162	186.3	-31.7	85%
CEDD	163	187.45	-30.55	86%
City Attorney	258	296.7	78.7	136%

**Adjusted city-wide average of 151.74 sq. ft. = 70% of benchmark**



# Planning for the Future

“Buildings had an anticipated lifespan of 20-30 years, which is the typical lifecycle of modern mechanical systems and also the standard period used for calculating return on investment.”

– *Growth, Efficiency and Modernism*, the General Services Administration

# What Does Conservative Growth Look Like?

## Today

- City population:  
90,835
- City employees per 1,000:  
5.63 FTE
- Current city employees:  
511.26 FTE

## 2042 (30 years)


- City population: \*  
123,000 (26% increase)
- City employees per 1,000:  
5.63 FTE
- Projected employees:  
693.20 FTE

\*Population number based on conservative estimate of no boundary changes.

- Beaverton grew 18% between 2000 and 2010
- Beaverton has added 1,105 acres, not including right-of-way, since January 2002



# What Do We Need to Prepare for the Future?

General government	76,730 sq. ft.		
City Hall storage	8,500 sq. ft.		
Police	86,425 sq. ft.		
Court	<u>16,866 sq. ft.</u>	+	
	<b>188,521 sq. ft.</b>		<b>TOTAL</b> needed 2042
	<u>95,569 sq. ft.</u>	-	Owned/leased today
	92,952 sq. ft.		Additional space needed
			
		30 year horizon	

Sources: General Government/Storage needs – City staff and  
Police/Court needs – Group Mackenzie

# How Can We Meet These Space Challenges?

City Council asked for options:

1. No Build
2. Civic Center
3. Split City Hall Functions

# No Build Option

**We still need to take some actions.**

## **Recommended Steps in Priority Order:**

1. Address immediate safety and security concerns.
2. Take care of failing legacy systems.
3. Lease additional office space.
4. Remodel portions of City Hall.
5. Lease additional off-site storage space.

# No Build Option

Action	Description	Estimated one-time cost	Estimated annual cost
<b>Priority 1:</b> Address safety and security concerns	<ul style="list-style-type: none"> <li>Courtroom and hallway remodel (does not include courtroom B)</li> </ul>	\$ 57,000	
<b>Priority 2:</b> Replace failing legacy systems at City Hall	<ul style="list-style-type: none"> <li>Heating, cooling and ventilation issues</li> <li>Electrical upgrades</li> <li>Fire panel</li> <li>Replace security system</li> </ul>	\$380,000 \$100,000 \$ 70,000 \$213,000	
<b>Priority 3:</b> Lease additional office space	<ul style="list-style-type: none"> <li>Recommend leasing 6,000 S.F. in additional office space immediately and relocating some FTEs or non-departmental space. One-time costs include relocation and construction of tenant improvements; annual cost estimated at \$19.50 per sq. ft.</li> </ul>	\$ 75,000	\$117,000
<b>Priority 4:</b> Remodel portions of City Hall	<ul style="list-style-type: none"> <li>Remodel of City Hall to reallocate space vacated by decision from Priority 3 above.</li> </ul>	\$250,000	
<b>Priority 5:</b> Lease additional off-site storage space	<ul style="list-style-type: none"> <li>Need additional 8,500 sq. ft. storage space to relocate records and non-Police storage from Harvest Court, enabling Police to occupy all of Harvest Court.</li> </ul>		\$ 52,000
<b>TOTALS</b>		<b>\$1,145,000</b>	<b>\$169,000</b>



# No Build Option Analysis

## Pros

- Addresses immediate security issues around court/police hallway.
- Offers immediate steps to alleviate some space pressures.
- Less expensive.
- Does not require a public vote.
- Buys time until economic outlook improves.
- Allows time to plan for future needs.

## Cons

- Does not address all of safety and security issues of the building, including critical facility standards for public safety functions.
- Not a long-term solution.
- Fragments general purpose government as FTEs/functions move off-site.
- Requires the City to lease (or purchase) additional office and storage space, or take back some space used by our non-profit tenants.

# Civic Center Option Group Mackenzie



Keizer Police and City Hall



Fairview City Hall and Police



Woodburn Police Facility

**Richard Spies**

Principal  
Architect

**Jeff Humphreys**

Associate Principal  
Architecture



Vancouver Police West Precinct



Bonney Lake Justice Center

**GROUP**  
**MACKENZIE**

**Beaverton**  
OREGON

# Civic Center Option



Griffith Site Plan: Option 1

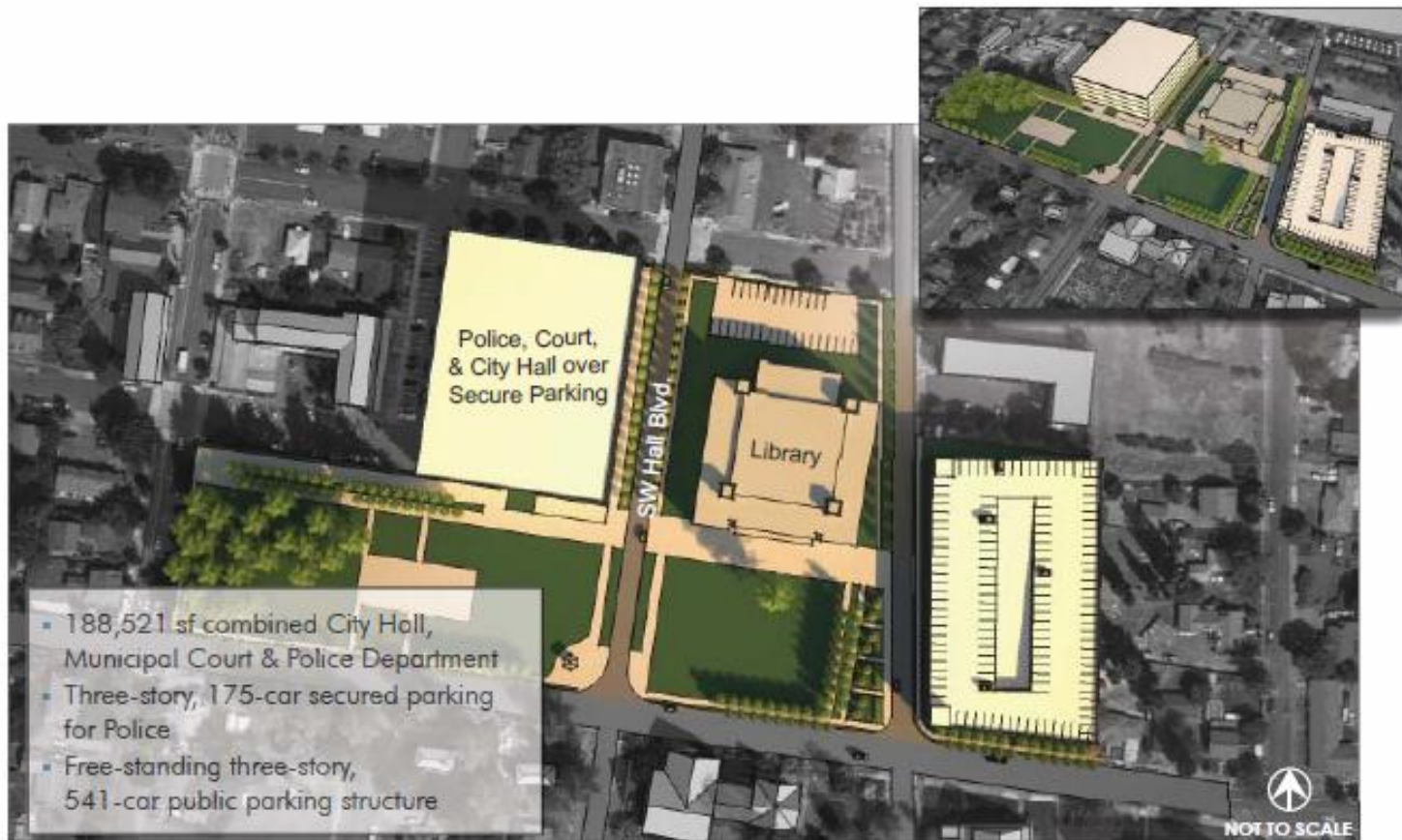
# Civic Center Option



Griffith Site Plan: Option 2



# Civic Center Option



5<sup>th</sup> & Hall Site Plan: Option 1

# Civic Center Option



5<sup>th</sup> & Hall Site Plan: Option 2



# Civic Center Option

## Griffith Site

	Option 1 - Centralized Parking			Option 2 - West Parking		
	sf/stalls	\$/sf	Cost	sf/stalls	\$/sf	Cost
Building						
City Hall	85,230	304	\$25,948,274	85,230	304	\$25,948,274
Police / Courts	103,291	323	\$33,381,585	103,291	323	\$33,381,585
Parking Structure	274	25,000	\$6,850,000	274	25,000	\$6,850,000
Secured Parking			NA			NA
Temporary Facilities/Relocation	75,000	27.50	\$2,062,500	75,000	27.50	\$2,062,500
Total			\$68,242,359			\$68,242,359

## 5<sup>th</sup> & Hall Site

	Option 1 - Combined Facility			Option 2 - Separate Facilities		
	sf/stalls	\$/sf	Cost	sf/stalls	\$/sf	Cost
Building	187,000					
City Hall	85,230	304	\$25,948,274	85,230	304	\$25,948,274
Police / Courts	103,291	323	\$33,381,585	103,291	323	\$33,381,585
Parking Structure	541	25,000	\$13,525,000	716	25,000	\$17,900,000
Secured Parking	175	35,000	\$6,125,000			NA
Temporary Facilities/Relocation			NA			NA
Total			\$78,979,859			\$77,229,859

# Civic Center Option Cost Analysis

	Griffith Site Option 1 or 2	5 <sup>th</sup> and Hall Option 1	5 <sup>th</sup> and Hall Option 2
Bond issue needed*	\$68,755,000	\$79,575,000	\$77,810,000
Amount of increased tax levy needed per \$1,000	\$0.6765	\$0.7829	\$0.7656
Tax impact to home owner per year	\$135.30	\$156.58	\$153.12

## \*Assumptions:

- 20-year bond issuance
- 4% interest rate
- \$200,000 taxable-value home
- Estimates adjusted for bond issuance costs

## Other Considerations:

- Public vote needed
- Sell S. Office Building and Central Plant?
- Sell existing City Hall if 5<sup>th</sup> & Hall selected?

# Civic Center Analysis

## Pros

- City-owned property.
- Beneficial to keep the majority of City services close together. Additional benefit at 5<sup>th</sup> and Hall with the Library proximity.
- Civic center creates opportunity for iconic place-making, particularly at 5<sup>th</sup> and Hall.

## Cons

- Most expensive option.
- 5<sup>th</sup> and Hall option would require the Beaverton Farmers Market to relocate.
- Three of the four options split public safety from general purpose into separate buildings.
- Staging complications for both sites. 5<sup>th</sup> and Hall would add staging complications for Library patrons, and significant parking issues.
- Height of buildings at 5<sup>th</sup> and Hall.
- Public vote required, and City would have to justify to voters the added value to taxpayers for the civic center.

# Split City Hall Functions Option

## State of Oregon Largest Cities

Rank	City	2010 Census Population	City Hall & Police Together	City Hall & Police Separate	Distance Apart
1	Portland	583,776		Yes	<0.5 miles (one block)
2	Eugene	156,185		Yes	1.2 miles
3	Salem	154,637	Yes		
4	Gresham	105,594		Yes	<0.1 miles (share complex)
5	Hillsboro	91,611		Yes	1.8 miles
6	Beaverton	90,835	Yes		
7	Bend	76,639		Yes	1.9 miles
8	Medford	74,907	Yes		
9	Springfield	59,403		Yes	<0.5 miles (one block)
10	Corvallis	54,462		Yes	<0.5 miles (down street)
11	Albany	50,158		Yes	1.6 miles
12	Tigard	48,035	Yes	Yes	Adjoining buildings

67% of City Halls & Police Departments in Oregon's largest cities are separated



# Split City Hall Functions Option

## State of Washington Largest Cities

Rank	City	2010 Census Population	City Hall & Police Together	City Hall & Police Separate	Distance Apart
1	Seattle	608,660		Yes	<0.1 miles (across street)
2	Spokane	208,916		Yes	<1 mile (across river, down street)
3	Tacoma	198,397		Yes	3.8 miles
4	Vancouver	161,791		Yes	<1 mile (across freeway, three blocks)
5	Bellevue	122,363	Yes		
6	Everett	103,019		Yes	<0.1 miles (around corner)
7	Kent	92,411		Yes	<0.1 miles (share complex)
8	Yakima	91,067		Yes	<0.5 miles (three blocks)
9	Renton	90,927	Yes		
10	Spokane Valley	89,755		Yes	<1 mile (down street)
11	Federal Way	89,306	Yes		
12	Bellingham	80,885		Yes	0.1 miles (down street)

75% of City Hall & Police Departments in Washington's largest cities are separated



# Split City Hall Functions

- Data from comparable cities shows a tendency to split public safety from general purpose government
- Public Safety Center Advisory Committee Recommendation – August 2011
- Stakeholder Report – February 2012



# Split City Hall Functions

- Narrowed down to a short list of properties.
- Any combination of two of these properties could meet our needs.

# Split Functions Cost Analysis

	New Public Safety Building on City-Owned Property	New Public Safety Building and Purchase Land for Site
Bond issue needed*	\$30,355,000	\$39,875,000
Amount of increased tax levy needed per \$1,000	\$0.2987	\$0.3923
Tax impact to homeowner per year	\$59.74	\$78.46

## \*Assumptions:

- 20-year bond issuance
- 4% interest rate
- \$200,000 taxable-value home
- Estimates adjusted for bond issuance costs

## Other Considerations:

- Public vote needed
- Does not include tenant improvement or relocation costs

# Split City Hall Functions Analysis

## Pros

- Offers a 30-year solution for less cost than the Civic Center option.
- Allows the City to build a public safety building that meets critical facility standards.
- Offers opportunity for appropriately-designed public safety building.
- Fully addresses safety, security, and overcrowding concerns of current facilities.
- The City may utilize currently owned properties to meet civic needs.

## Cons

- Splits City Hall functions – general purpose government from public safety.
- More expensive than no-build option.
- May require the demolition of usable buildings, potential relocation of tenants, and associated costs.
- Logistical issues of property negotiation and purchase, site control, design, permitting, construction, and challenges associated with a public facility vote.
- Timing.

# Options Comparison

Factor	No Build	Civic Center	Split Functions
Cost	\$1.15 million one time plus \$170,000 annually on top of existing leases.	Range: \$69 to \$80 million. Assuming city-owned property.	Range: \$30 million (city-owned property) to \$40 million (private property).
Annual Taxpayer Impact	General fund or Contingency.	\$135 - \$157 increase on a \$200,000 home.	\$60 to \$78 increase on a \$200,000 home.
Duration of Solution	5 years	30 years	30 years
Meets Critical Facility Needs	No	Yes	Yes

# Questions and Council Discussion

***Next Step: Council direction on the pathway forward***

- **No Build**
- **Civic Center**
- **Split City Hall Functions**

